

# WATERWAY VILLAGE MULTIMODAL ACCESS PROJECT

*Creating economic opportunities, improving traffic and pedestrian safety  
and promoting a more sustainable community*

## ATTACHMENT 1: PROJECT NARRATIVE



**Project Type:**  
Multi-Modal Transportation

**Location:**  
Gulf Shores, Alabama  
Baldwin County  
Congressional District 1

**Area:**  
Rural

**Requested Amount:**  
\$7,620,000

**Contact:**  
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## I. Project Description

The FY 2016 TIGER Discretionary Grant funding request is necessary to complete the much needed multi-modal transportation improvements to the Gulf Shores Waterway Village District. The Waterway Village District is vital to the economic diversification and sustainability of the City of Gulf Shores and the Alabama Gulf Coast region. The proposed improvements will provide much needed multi-modal connectivity and transportation options for the residents of Gulf Shores to access the economic revitalization area known as the Waterway Village District. The proposed project will construct the transportation infrastructure that is required for economic development within the Waterway Village District, as well as provide alternative transportation routes in and out of the City of Gulf Shores that will improve safety and traffic congestion. The proposed project will truly create an economic environment in the redevelopment area where residents can live, work, and play.

In recent years the City of Gulf Shores has recognized the importance, both socially and economically, of diversifying the regional economy to create a sustainable and resilient environment for economic growth. Located in the central Gulf of Mexico, Gulf Shores has experienced significant challenges in recent years. As the community works to recover from hurricanes and oil spill impacts on its beaches, the City recognized

*“Build ladders of opportunity through infrastructure investment that is not just about pouring cement and lifting steel, but about helping people get home faster and connecting them with jobs, schools, and a better quality of life.”-President’s FY 15 Budget*

- FASTLANE, USDOT Blog,  
Secretary Anthony Foxx, March 4,  
2014

the critical need to geographically diversify a local economy that is reliant on beachfront tourism. The Waterway Village District Master Plan was developed to establish the framework to spark a year-round economic driver that operates in any weather and in the event of a natural or human-caused disaster ([www.gulfshoresal.gov/TIGER2016](http://www.gulfshoresal.gov/TIGER2016)). Furthermore, in 2014 the City and community stakeholders developed Vision 2025 for Sustainability which developed a strategic plan to focus the growth and design the future Gulf Shores ([www.gulfshoresal.gov/TIGER2016](http://www.gulfshoresal.gov/TIGER2016)). The core values of Vision 2025 for Sustainability include: to protect and enhance the quality of life for our residents, visitors, and retirees; to protect and preserve our unique natural resources; to honor the family-centric and safety-oriented tradition; to maintain a relaxed, no-hassle environment; to support a clear culture of Southern hospitality; to enhance the sense of place; to embed sustainability into the fabric of the community; to promote economic prosperity in a business-friendly atmosphere; to boost competition in the market place unaccepting of the status quo; and to commit to excellence and the highest quality standard. The current TIGER funding request will implement key transportation components to achieve the goals set forth in the in the Waterway Village District Master Plan and the Vision 2025 for Sustainability.

Bicycling and walking are integral components of an efficient transportation network. Bicycle and pedestrian friendly communities are vibrant, healthy, and highly desirable places to live, work, and play. Appropriate bicycle and pedestrian accommodations provide the public, including the disabled community, with access to the transportation network, connectivity with other modes of transportation and independent mobility regardless of age, physical constraint, or income. The Waterway Village District was developed around the following sustainable development strategies: A thoroughfare assembly plan to predetermine street design for maximum pedestrian and bicycle connectivity and to insure safe vehicular/pedestrian interactions; To be a “park once environment” similar to the downtowns of yester year; Improve access to waterway by implementing greenways and public spaces to further promote walkability and sustainability; and Implementation of an innovative regional urban stormwater management strategy to include porous parking techniques, treatment inlet boxes, subsurface basins, water quality devices, native landscaping techniques, rain gardens, and bioswales. The transportation improvement proposed with the Gulf Shores Waterway Village Multimodal Access project will follow all goals set forth in the Master Plan. The Gulf Shores Waterway Village Multimodal Access project is vital to the overall success and implementation of the Waterway Village District Master Plan.

The alternative modes of transportation proposed will reduce congestion and provide residents transportation options to access economic center of the proposed Waterway Village District. In addition, the proposed transportation improvements will provide multimodal access to hundreds of acres of undeveloped property and to the proposed commercial airport terminal that is planned for Jack Edwards National Airport. Once transportation access is provided, the proposed developments will generate over \$730,000,000 in private investment and create over 12,800 jobs. In addition, the transportation improvements will provide an alternative route in to and out of the City of Gulf Shores which will reduce congestion and improve transportation efficiency.

Gulf Shores has taken the first steps toward implementing the strategies set forth in the Waterway Village District Master Plan and the Vision 2025 for Sustainability plan. In 2010, the City of Gulf Shores invested over \$6,000,000 to construct the Gulf Shores Basin Construction Project needed to construct the Saunders Engine Company marine dry dock facility that created over \$48,000,000 in private investment and 580 jobs. Furthermore, in



**Phase 1 – Waterway Village Improvements**

2013 the City of Gulf Shores invested more than \$1,650,000 in the initial phase of Waterway Village District improvements which included public parking and walkable streetscape. The initial phase of the Waterway Village District improvements resulted in four new restaurants creating approximately \$400,000 of additional annual tax revenue and over 150 additional jobs. The funding requested in this TIGER application will provide the additional resources needed to complete the Waterway Village District transportation improvements that are vital to the local and regional economy.

The City of Gulf Shores has made significant progress with the Waterway Village Multimodal Access Project since the FY 2015 TIGER Discretionary Grant application. In February, 2016 the City of Gulf Shores and the Alabama Department of Transportation initiated the conceptual design and environmental corridor study for the proposed Waterway East Boulevard improvements. In November, 2015 the City of Gulf Shores and the Gulf Shores Airport Authority began construction on a \$5 million expansion to the Jack Edwards Airport that will be served by the proposed transportation improvements within the Waterway Village Multimodal Transportation Project. Also, the City of Gulf Shores and the Alabama Department of Transportation have begun construction on over 3 miles of sidewalks and bicycle paths with a construction value over \$500,000 connecting the Waterway Village area of the City to the Gulf of Mexico Beaches and residential areas along Ft. Morgan Road. The progress shown within the past year is exemplary of the commitment the City, State, and local community have in expanding the multimodal transportation network within the City and further diversifying the local and regional economy.

The City of Gulf Shores is up to the challenge of revitalizing the Waterway Village District and improving the economic competitiveness and resiliency of not only the City of Gulf Shores but also the Alabama Gulf Coast. The following sections outline Gulf Shores' approach of how to get there.

## **A. The Challenge**

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Gulf Shores was settled as a small fishing village in the 1850's. From the 1930's to the 1980's the intracoastal waterfront served as the City's historic center and was home to shrimp boats, oyster docks, public water access, and seafood processing plants. The combination of the rapid growth of the Gulf Shores and Alabama Gulf Coast beaches and the relocation of the State Highway 59 bridge over the intracoastal canal in the 1980's began years of de-investment from the historical center of Gulf Shores along the intracoastal canal. As a result this district of the City was somewhat forgotten and suffers from numerous vacant and deteriorating properties.

In addition, Gulf Shores relies greatly on the beachfront tourism industry which generates 62% of the city's annual revenue base. The recent hurricane events and 2010 BP Deepwater Horizon oil spill have revealed how dependent the Alabama Gulf Coast is on the beachfront economy and how economically devastating natural and man-made disasters are on the regional economy.

The Waterway Village District Master Plan and the Vision 2025 for Sustainability Plan were developed to address the challenges that have become evident in recent years. The following is an outline of challenges that have been identified that will be addressed with the Gulf Shores Waterway Village Multimodal Access Project:

### ***i. Lack of Infrastructure***

- The Waterway Village District is deficient in bicycle and pedestrian infrastructure preventing residences and visitors from using alternative modes of transportation.
- Currently there is no bicycle or pedestrian access across the intracoastal canal
- Waterway East Boulevard is currently a dead end street with no connectivity. This lack of infrastructure is preventing economic development along this corridor and stunting the growth of Jack Edwards National Airport and the Gulf Shores Business and Aviation Park.
- Currently State Highway 59 is the only access in to and out of the City of Gulf Shores. The lack of infrastructure and access creates congestion and safety problems especially during peak months.

### ***ii. Safety***

- Significant safety issues exist within the Gulf Shores Waterway Village Multimodal Access project.
- Currently the project area averages over 160 accidents per year including on average one fatality annually.
- Gulf Shores lacks proper evacuation routes during natural disaster events. Currently State Hwy 59 is the sole route in to and out of the City of Gulf Shores.

- Providing safe accommodations is a key factor to increase bicycling and walking as mode of transportation. Residents are 65% more likely to walk in a community with sidewalks.<sup>1</sup>

- Communities that have more bike lanes per mile have higher levels of bicycle commuting.<sup>2</sup> The addition of bicycle and pedestrian facilities will improve the safety of bicyclists, pedestrians, and motorist

*"I don't think transportation should just help us get places better...It should help us make places better — and help improve the quality of life of people all across our country."*

- Secretary of Transportation  
Anthony Foxx

alike. The bicycle compatibility index (BCI) is designed to measure a roadway's compatibility to serve both bicyclists and motor vehicles which is impacted by bicyclists' perception of that roadway. For example, if bike lanes are added to a moderate traffic, four lane roadway it increases the BCI from D+ (moderately low) to B- (very high). The lack of bicycle facilities within the Waterway Village District would likely rate a D, E, or F.

### **iii. Lack of Economic Diversity**

- The Gulf Shores economy is too dependent on beach front tourism which has shown to be to susceptible to natural and man-made disasters
- Due to the dependence of beach front tourism, the Gulf Shores economy operates within a 6 month time frame each year. Economic diversification and sustainability is needed to fill the 6 month economic gap to create year-round economic growth and opportunities

### **iv. Health and Physical Activity**

The United States is facing an obesity health crisis. Despite extreme advancements in healthcare, for the first time in our nation's history we may have a generation with a shorter life expectancy than their parents. Nationally, two-thirds of adults and one in five children are obese or overweight costing our health care system \$147 billion annually.<sup>3</sup> Locally, Alabama has the 3<sup>rd</sup> highest rate of adult obesity in the U.S. at 32 percent and 26 percent of Baldwin County residents over the age of 20 are overweight or obese.<sup>4</sup>

<sup>1</sup> Giles-Corti, B., & Donovan, R.J. (2002). "The relative influence of individual, social, and physical environment determinants of physical activity." *Social Science & Medicine*, 54 1793-1812.

<sup>2</sup> Dill, Jennifer and Theresa Carr. (2003). "Bicycle Commuting and Facilities in Major US Cities: If You Build Them, Commuters Will Use Them." *Transportation Research Record: Journal of the Transportation Research Board*, No. 1828, TRB, 2003, pp 116-123.

<sup>3</sup> Wall Street Journal Online.

<http://online.wsj.com/article/SB20001424052970204563304574314794089897258.html>

<sup>4</sup> Department of Health and Human Services, Centers for Disease Control and Prevention. Overweight and Obesity. <http://www.cdc.gov/obesity/data/trends.html#National>

The Center for Disease Control recommends changing the built environment by improving infrastructure that supports bicycling and walking furthermore supporting complete street policies as a strategy to accomplish these changes.<sup>5</sup> Providing access to a variety of active transportation options and integrating health-enhancing choices into transportation systems improves the overall health and livability of the community and has the potential to prevent chronic diseases, reduce and prevent motor-vehicle-related injury and deaths, improve environmental health, while stimulating economic development, and ensuring access for all people.

#### **v. Environmental Impacts**

In addition to addressing the health of the residents, we should also consider the health of our environment. Reducing emission and other pollutants from vehicular usage is critical to the City of Gulf Shores and the Alabama Gulf Coast region. There are many sensitive natural resources in and around Gulf Shores including streams, wetlands, inland waterways, sandy white beaches, and habitat for many federal and state protected species. The stormwater management measures included in the Gulf Shores Waterway Village Multimodal Access project will lower the impact to the natural resources of Gulf Shores. The pedestrian and bicycle infrastructure will provide the citizens of Gulf Shores alternatives to getting in their cars, thereby reducing the environmental impacts associated with vehicular transportation.

## **B. The Solution**

Never has there been such as strong multi-jurisdictional support for improving the Waterway Village District and providing transportation options to include facilities that will provide bicyclists and pedestrian with safe and convenient facilities. This project will improve connectivity and transportation infrastructure, reduce traffic congestion, improve the health of the community, improve safety, and increase the livability of Gulf Shores by

*"It is my hope that the Gulf Shores Waterway Village Multimodal Access Project will help promote economic development, private investment, and job creation across the Gulf Shores area"*

- Senator Richard Shelby,  
United States Senate

changing the transportation patterns by providing and promoting physically active modes of transportation. Letters of support from municipalities in the region, local businesses, and state and federal elected officials can be found at [www.gulfshoresal.gov/TIGER2016](http://www.gulfshoresal.gov/TIGER2016).

The Waterway Village District includes hundreds of acres on the north and south side of the intracoastal canal and is affectionately known as "Old Gulf Shores" and was the historical heart of the city. The Waterway Village District abuts the Jack Edwards

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<sup>5</sup> Department of Health and Human Services, Centers for Disease Control and Prevention. *"Recommended Community Strategies and Measurements to Prevent Obesity in the Unites States"*  
<http://www.cdc.gov/mmwr/pdf/rr/rr5807.pdf>

National Airport to the north and includes a mix of commercial, industrial, residential, and recreational uses. The City of Gulf Shores formulated and a comprehensive specific neighborhood revitalization growth plan utilizing smart growth planning tools. During the process support was garnered from citizens and public/private organizations. Waterway Village is planned to be a dense, compact, walkable, mixed-use neighborhood downtown district that encourages a working waterfront and neighborhood greenways and open spaces and will geographically diversify the economy of Gulf Shores.

To achieve the goals set forth in the Waterway Village District Master Plan, the City of Gulf Shores has developed a public/private partnership with the City, State of Alabama Department of Transportation, and Coastal Resort Properties, LP to complete the Gulf Shores Waterway Village Multimodal Access project. Coastal Resort Properties, LP owns a large portion of property that is key to the economic success of the District. All three local partners realize the necessity of the Gulf Shores Waterway Village Multimodal Access project and have agreed to fund a combined total of \$7,620,000 (50%) of the total project costs.



**GULF SHORES WATERWAY VILLAGE MULTIMODAL ACCESS PROJECT MAP**  
 (HIGHER RESOLUTION MAP CAN BE FOUND AT [www.gulfshoresal.gov/TIGER2016](http://www.gulfshoresal.gov/TIGER2016))

The Gulf Shores Waterway Village Multimodal Access Project can be divided into five segments, each of which, although integral to the other, serves their own distinct purpose.

### **State Highway 59 Improvements**

The State Highway 59 improvements include converting the existing paved shoulder to an additional south bound travel lane across the intracoastal canal to provide improved access to the Waterway Village District from State Highway 59 and alleviate safety and congestion problems that currently exist. In addition, the north bound bridge over the intracoastal canal will be retrofitted to include a cantilevered pedestrian walkway outside of the concrete barrier. This pedestrian bridge will provide safe access for pedestrians and bicyclists to safely cross the intracoastal canal without conflicting with vehicular traffic. Additional pedestrian improvements will include shared-use paths along State Highway 59 from 20<sup>th</sup> Avenue to County Road 4. This will provide an alternative mode of transportation to connect multiple neighborhood centers.



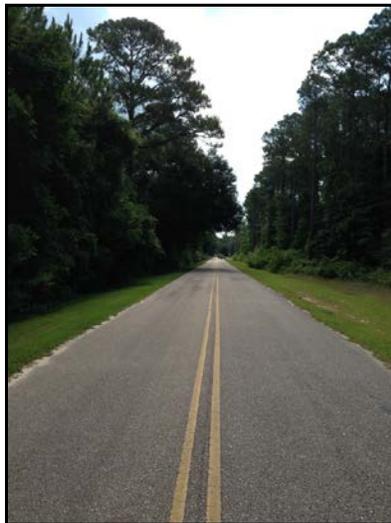
**Existing**



**Proposed**

### **Waterway East Boulevard Improvements**

The Waterway East Boulevard improvements will include rehabilitating existing transportation infrastructure to include bicycle lanes and sidewalks. Currently Waterway East Boulevard is a sub-standard, dead-end road. Travel lanes will be widened and resurfaced to meet current standards. 6' wide bicycle lanes will be added in each direction and 6' sidewalks will be constructed to provide bicycle and pedestrian connectivity. Water, sewer, power, and telecommunication utilities within this corridor will be upgraded to meet the demand of the proposed economic growth planned for this area of the Waterway Village District.



**Existing**



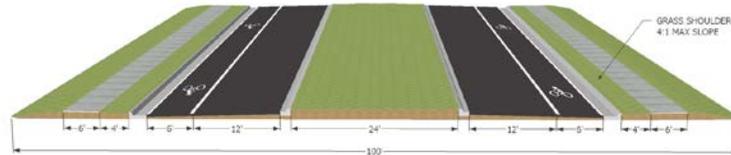
**Proposed**

### Waterway East Boulevard Extension New Roadway

The proposed Waterway East Boulevard Extension new roadway will provide lacking connectivity between State Highway 59 and County Road 4/Foley Beach Express. This segment is vital to the economic growth within the district because it provides access to the Jack Edwards National Airport, Gulf Shores Business and Aviation Park, and Coastal Resort Properties land that is planned for development and currently lacks necessary transportation infrastructure to support the planned growth and development. This segment will also provide an additional access route in to and out of Gulf Shores which will alleviate traffic congestion. The Waterway east Boulevard Extension will consist of a divided two lane roadway with 12' travel lanes, 6' bicycle lanes in each direction, 6' sidewalks, and a 24' wide landscaped median. Water, sewer, power, and telecommunication utilities within this corridor will be upgraded to meet the demand of the proposed economic growth planned for this area of the Waterway Village District.



Existing



Proposed

### Business & Aviation Park Roadway Improvements

The Business and Aviation Park improvements will provide lacking transportation access to over 100 acres of proposed commercial and aviation related development as well as provide access to the planned commercial airport terminal location that is approved by the FAA as a part of the Airport Layout Plan ([www.gulfshoresal.gov/TIGER2016](http://www.gulfshoresal.gov/TIGER2016)). The Business and Aviation Park has been in place for over 15 years with stunted growth due to lack of transportation access. The Business and Aviation Park Roadway Improvements include a 2 lane roadway with 12' travel lanes. Water, sewer, power, and telecommunication utilities within this corridor will be upgraded to meet the demand of the proposed economic growth planned for this area of the Waterway Village District.

### Waterway Village Pedestrian Improvements

Bicycle and pedestrian infrastructure will be constructed throughout the Waterway Village District following complete street guidelines. The bicycle and pedestrian improvements will include a combination of shared-use paths, sidewalks, and bicycle lanes. The bicycle and pedestrian infrastructure will complete the multimodal

connectivity throughout the Waterway Village District and provide alternative modes of transportation to all areas within the district.

***Connections to Existing Transportation Infrastructure***

The success of this project relies on implementation of safe vehicular, pedestrian, and bicycle facility improvements utilizing the current street system. Enhancing the existing transportation system to better accommodate other modes of transportation ensures that the proposed improvements maximize connectivity and mobility, while minimizing lifecycle costs. The improvements proposed in this application focus not only on providing better multi-modal transportation, but ensuring that those facilities provide connectivity between the residents, major employment centers and economic engines, the Interstate system, other major arterial roadways and shopping, educational, employment, and recreational destinations. By providing improved transportation facilities within the Waterway Village District the economic competitiveness of the City of Gulf Shores and Alabama Gulf Coast will continue to grow. In addition, the alternative modes of transportation that will be provided will increase the number of Gulf Shores’ residents using alternative modes of transportation and the city will provide those who are currently bike/pedestrian dependent with the improved services and infrastructure they deserve.

**II. Project Parties**

The Gulf Shores Waterway Village Multimodal Access project has widespread support from Federal, State, Local agencies and private organizations. Furthermore, this project is a true public private partnership that brings together private, city, state, and federal funds for transportation improvements that will stimulate economic development providing ladders of opportunity for jobs, connectivity, and revitalization for years to come. The Gulf Shores Waterway Village Multimodal Access project is proposed to be funded by \$4,343,000 in local City funds, \$1,652,000 in State Department of Transportation Funds, \$1,625,000 in local private partnership funds, and \$7,620,000 in Federal TIGER funds. The project is proposed to be funded through a 50%-50% local-federal funding split.

<p><b>Alabama Governor Robert Bentley</b> 600 Dexter Avenue Montgomery, AL 36130</p>	<p><b>U.S. Senator Jeff Sessions</b> 7550 Halcyon Summit Drive, Suite 150 Montgomery, AL 36117</p>	<p><b>U.S. Senator Richard Shelby</b> 113 St. Josephs Street 445 U.S. Federal Courthouse Mobile, AL 36602</p>
<p><b>U.S. Representative Bradley Byrne</b> 2236 Rayburn House Office Building Washington, D.C. 20515</p>	<p><b>Alabama Department of Transportation</b> Mr. John Cooper - Director P.O. Box 303050 Montgomery, AL 36130</p>	<p><b>State Senator Trip Pittman</b> P.O. Box 1812 Daphne, AL 36526</p>

<p><b>State Representative Steve McMillan</b></p> <p>11 South Union Street, Suite 532 Montgomery, AL 36130</p>	<p><b>Alabama Lieutenant Governor Kay Ivey</b></p> <p>600 Dexter Avenue Montgomery, AL 36130</p>	<p><b>Baldwin County Commission Charles "Skip" Gruber</b></p> <p>201 East Section Street Foley, AL 36535</p>
<p><b>Baldwin County Highway Department</b></p> <p>Cal Markert – County Engineer Post Office Box 220 Silverhill, AL 36576</p>	<p><b>Baldwin County Probate Judge Tim Russell</b></p> <p>Post Office Box 459 Bay Minette, AL 36507</p>	<p><b>City of Foley Mayor John Koniar</b></p> <p>407 East Laurel Avenue Foley, AL 36535</p>
<p><b>City of Robertsdale Mayor Charles Murphy</b></p> <p>22647 Racine Street Robertsdale, AL 36567</p>	<p><b>Town of Summerdale Mayor David Wilson</b></p> <p>502 West Lee Avenue Summerdale, AL 36580</p>	<p><b>Alabama Gulf Coast Visitors &amp; Convention Bureau</b></p> <p>Herb Malone – CEO P.O. Drawer 457 Gulf Shores, AL 36547</p>
<p><b>Coastal Alabama Chamber of Commerce</b></p> <p>Ed Rodriguiz – CEO 3150 Gulf Shores Pkwy Gulf Shores, AL 36542</p>	<p><b>Jack Edwards National Airport Authority</b></p> <p>Vic Roberts 3190 Airport Drive Gulf Shores, AL 36542</p>	<p><b>City of Gulf Shores Planning Commission</b></p> <p>Andy Bauer - Director P.O. Box 299 Gulf Shores, AL 36547</p>
<p><b>Acme Oyster House</b></p> <p>Paul Rotner – CEO 110 Veterans Blvd, Suite 203A Metairie, LA 70005</p>	<p><b>Craft Farms</b></p> <p>Chad Leonard 3840 Cotton Creek Cir. Gulf Shores, AL 36542</p>	<p><b>Coastal Resort Properties, LP</b></p> <p>J.M. Mattei Coastal Resort Properties, LP 6805 Morrison Blvd, Suite 370 Charlotte, NC 28211</p>

Letters of support from the project parties can be found at [www.gulfshoresal.gov/TIGER2016](http://www.gulfshoresal.gov/TIGER2016)

### III. Grant Funds and Sources and Uses of Project Funds

TIGER request: \$7.62 million

TIGER funds: 50 percent

Total project costs: \$15.24 million

Other secured funds: 50 percent

<b>Improvements</b>	<b>TIGER Request</b>	<b>Local Funds</b>	<b>Other Federal Funds</b>	
State Highway 59 Improvements	\$3,304,000	\$3,304,000		
Waterway Boulevard East Improvements	\$616,250	\$616,250		
Waterway Boulevard East Extension to Well Plant Road	\$1,625,000	\$1,625,000		
Business & Aviation Park Improvements	\$1,180,500	\$1,180,500		
Waterway Village District Complete Street Improvements	\$894,250	\$894,250		<b>Total Project Cost</b>
<b>Total</b>	<b>\$7,620,000</b>	<b>\$7,620,000</b>		<b>\$15,240,000</b>

As new facilities are constructed and added to the City’s transportation system, the need for repair and replacement of facilities, litter pickup, vegetation maintenance, and additional maintenance activities are required. It is recognized that additional funding is needed for the long-term maintenance of the proposed transportation facilities within the City. The City and Alabama Department of Transportation will provide funding for the long-term maintenance of new facilities by appropriating funds within each fiscal year’s budget.

#### **A. Grant/Funding Management Plan**

As a steward of federal ARRA TIGER funds, the City of Gulf Shores is committed to a transparent and accountable financial management plan that will include:

- Current and complete disclosure of all spending on an accrual basis.
- Thorough documentation and recording of all authorizations, obligations, unobligated balances, assets, outlays, income and interest.
- Effective control over and accountability for all funds, property and other assets. All assets will be safeguarded and used solely for authorized purposes.
- Comparison of outlays with budget amounts for each award, related to performance and unit cost
- Written procedures to minimize time elapsed between transfer of funds
- Written procedures for determining reasonableness, allocability and allowability of costs in accordance with provisions of federal cost principles and terms and conditions of the award
- Accounting records including cost accounting records that are supported by source documentation
- Bond coverage as deemed necessary

## IV. Selection Criteria | PRIMARY

The following is an outline of how the Gulf Shores Waterway Village Multimodal Access Project fits the TIGER program requirements:

### **A. Long-Term Outcomes**

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#### ***i. State of Good Repair***

##### **Consistent with efforts to maintain transportation systems in a state of good repair**

- Reconstruction and revitalization of the existing Waterway East Boulevard, 21<sup>st</sup> Avenue, 22<sup>nd</sup> Avenue, 23<sup>rd</sup> Avenue, 29<sup>th</sup> Avenue, and East 2<sup>nd</sup> Street transportation infrastructure that was constructed in the 1950's and 1960's.
- Gulf Shores Waterway Village transportation improvements will include bicycle and pedestrian to provide alternative modes of transportation.
- Biking and walking trips reduces the number of VMT and lessens the impact on roadway infrastructure.

##### **Rehabilitate projects that threaten future economic growth due to poor condition**

- Rehabilitation and reconstruction of the Waterway Village District transportation infrastructure to provide safe multimodal access with bicycle and pedestrian facilities to promote economic revitalization and reinvestment within the district.
- Waterway Village District transportation rehabilitation will include facilities for alternative modes of transportation which will revitalize the entire district and achieve the neighborhood renewal goals set forth in Waterway Village District Master Plan further enhancing the local and regional economy.
- Without the Waterway Village transportation rehabilitation, the future economic growth of the City of Gulf Shores and the Alabama Gulf Coast is limited due to the aging infrastructure within the Waterway Village District. Economic growth within the Waterway Village District is vital to establishing a resilient economy that is not solely dependent on gulf front activities and susceptible to natural and man-made disasters.

##### **Project is appropriately capitalized; optimizes long-term cost structure**

- The City of Gulf Shores, Alabama Department of Transportation, and Coastal resort Properties, LP have allocated over \$7.6 million (50% of total project cost) in matching funds for Gulf Shores Waterway Village Multimodal Access project.
- The City of Gulf Shores and the Alabama Department of Transportation are committed to the long term maintenance of the proposed improvements and have annual budget appropriations to adequately maintain the proposed improvements.

##### **Sustainable source of revenue for long-term operations**

- The City of Gulf Shores and the Alabama Department of Transportation adopted annual budget and adopted capital improvement plan incorporates maintenance requirements of both motorized and non-motorized transit facilities. Revenue

sources that are utilized to fund capital improvement and maintenance projects include: 2% sales tax, ad-velorem property tax, utility fees, as well as various other fees such as business licenses and lodging taxes.

- Tax revenue increases created by economic growth within the Waterway Village once the transportation improvements are complete will further fund long-term operations of the proposed improvements.
- The proposed Waterway Village transportation improvements will become part of regular street maintenance for the City of Gulf Shores and the Alabama Department of Transportation.

## ***ii. Economic Competitiveness***

### **Improve long-term efficiency, reliability or cost-competitiveness in movement of workers or goods**

- Gulf Shores Waterway Village Multimodal Access project will improve the cost-competitiveness in the movement of workers and goods by providing necessary access to the Jack Edwards Airport and future airport terminal facility, the Gulf Shores Business and Aviation Park, water dependent uses along the intracoastal canal, and hundreds of acres of proposed development property. Currently only dead end access exists to these areas.
- Improving Waterway East Boulevard to connect to Water Plant Road and eventually County Road 4 and the Foley Beach Express will provide direct connectivity that currently does not exist from the Waterway Village District to the Foley Beach Express. The Foley Beach Express provides access from Gulf Shores and Coastal Alabama to Interstate 10 via a limited access highway. This connection will drastically improve the economic competitiveness of the City of Gulf Shores and the Alabama Gulf Coast by improving transportation efficiency and reliability.
- The inclusion of bicycle and pedestrian facilities will provide residents and workers transportation alternatives to reach the employment and commercial centers, therefore reducing congestion and improving the efficiency of the City's transportation network.
- Walkability is vital to the economic success of the Waterway Village District. Without the proposed pedestrian walkway across the intracoastal canal it will be impossible for pedestrians to walk from the south side of the canal to the north side to live, work, shop, or play.
- 1/3 of the population cannot drive (people with disabilities, residents who cannot afford a car, youth, seniors). Providing viable, alternative modes of transportation ensures that this large segment of the population has the mobility needed in order to access jobs and other destinations.<sup>6</sup>

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<sup>6</sup> US Department of Transportation – Federal Highway Administration. 2009 National Household Travel Study. <http://nhts.ornl.gov/introduction.shtml>

**Allow for net new investments in expansion, hiring, or other growth of private-sector production, particularly in Economically Distressed Areas**

- The Waterway Village district is vital to the success and resiliency of the Gulf Shores and Coastal Alabama economies. Without the proposed multimodal transportation improvements to within the Waterway Village District, the economic competitiveness, growth, and resiliency of the regional economy is limited.
- Gulf Shores Waterway Village Multimodal Access project will provide the necessary infrastructure improvements to achieve the revitalization and economic growth and sustainability goals set forth in the Vision 2025 for Sustainability.
- Developing bicycle and pedestrian friendly “complete streets” within the Waterway Village District is vital to the economic success of the Waterway Village District and will encourage reinvestment and revitalization of businesses in this section of the City.
- Increased walkability and bicycle friendliness of communities will increase property values of the community while generating more revenue and jobs for private industries.
- In most metro areas studied, every one-point increase in the 100-point Walk Score scale is associated with an increase in home value of \$500 - \$3,000.<sup>7</sup>
- The proposed transportation improvements will provide multimodal access to areas of the Waterway Village that currently lack sufficient access preventing economic growth. Economic growth resulting from the investment in transportation is projected to create over \$730,000,000 in private investment within the project area and create over 12,800 jobs.

**Other methods of demonstrating economic competitiveness**

- The Gulf Shores Waterway Village Multimodal Access project will provide access to the Foley Beach Express for the Retail, Commercial, and Industrial areas of the Waterway Village District. The proposed transportation improvements will also provide the necessary access to the marine industries proposed along the intracoastal canal and the proposed regional terminal facilities and aviation and business park at Jack Edwards National Airport.
- Nationally, health-care costs due to obesity are \$147 billion annually.<sup>8</sup> Providing facilities for more biking/walking will encourage people to exercise, thereby improving health.
- Health benefits for this project are estimated at \$86,864 annually. Refer to Attachment 2 – Benefits-Cost Analysis for detailed calculations.

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<sup>7</sup> Cortright, Joseph. (2009). *Walking the Walk: How Walkability Raises Housing Values in U.S. Cities*. CEOs for Cities <http://www.ceosforcities.org/work/walkingthewalk>

<sup>8</sup> *Wall Street Journal* Online. <http://online.wsj.com/article/SB20001424052970204563304574314794089897258.html>

### **iii. Livability**

#### **Enhance user mobility through creation of more options**

- The Alabama Gulf Coast region and the City of Gulf Shores has optimal weather climate which will allow the bicycle and pedestrian facilities to be utilized as viable modes of transportation year round. Tourism in the region also creates additional need for alternative modes of transportation. Tourists enjoy arriving to the region and walking and biking to destinations along the Gulf Coast. A primary goal of the Gulf Shores Waterway Village Multimodal Access project is to provide safe and efficient transportation options to the residents and guests of the Alabama Gulf Coast.
- Current system is disconnected and fragmented, leaving behind those who most need alternative modes of transportation — youth, seniors and low-income individuals. Currently there is no bicycle or pedestrian infrastructure in place that allows pedestrians and bicyclists to cross the intracoastal canal. The proposed pedestrian bridge, sidewalks, and bicycle lanes will provide the necessary improvements and improve livability by creating a bicycle and pedestrian friendly environment.
- Providing bicycle/pedestrian infrastructure encourages the behavior change needed to improve health, the environment and overall quality of life.
- One mile of bike facility per square mile shows modal choice increase by 1 percent.
- The Waterway Village District is planned to revitalize this area of the City by creating a pedestrian friendly environment with a mix of commercial, retail, and residential uses. Walkability and livability are vital to the economic success of the Waterway Village District.

#### **Modal connectivity, reducing congestion**

- The Gulf Shores Multimodal Access project will connect four modes of transportation: vehicular, bicycle/pedestrian, marine, and air.
- The transportation connectivity that will be achieved by improving Waterway East Boulevard to connect State Highway 59 to County Road 4 and the Foley Beach Express will reduce congestion by providing an alternative route into and out of the City of Gulf Shores. Currently, State Highway 59 is the only access into and out of the City of Gulf Shores and the Gulf Shores Beaches. This causes major delays and congestion problem throughout the year and is magnified during the summer months.
- Providing bicycle and pedestrian connectivity between areas of interest, residences, and employment center will invite more people to walk, ride and use alternative modes of transportation further reducing congestion.

#### **Improve accessibility, especially for Economically Distressed Areas**

- Even with a growing local economy, much of the Waterway Village District within the City of Gulf Shores remains economically distressed area. Years of de-

investment in this district has created numerous vacant and deteriorating structures and properties. The Waterway Village District plan was developed to create a guideline for redevelopment of this district and creating a vibrant mixed-use area that will improve the sustainability of the Alabama Gulf Coast economy.

- The Gulf Shores Waterway Village Multimodal Access project will achieve the multimodal accessibility that is vital to the success of economic development and re-investment into the Waterway Village District.
- The Gulf Shores Waterway Village Multimodal Access project will provide bicycle and pedestrian facilities throughout the district, as well as a pedestrian bridge over the intracoastal canal, which will provide alternative modes of transportation for residents and visitors to travel throughout the district without driving.
- One-third of the population cannot drive (people with disabilities, residents who cannot afford a car, youth, seniors). Providing viable, alternative modes of transportation ensures that this large segment of the population has the mobility needed to access jobs and other destinations.<sup>9</sup>
- Sidewalks and crosswalk improvements are vital to the mobility needs of seniors, youth and the disabled. This project will focus improvements to the Waterway Village District revitalization that has a high demand for bicycle and pedestrian activity to connect major employment centers, commercial areas, schools, parks, churches, and other public facilities to the residential areas of the City of Gulf Shores.

#### **Result of a planning process coordinating transportation and land-use planning**

The Waterway Village Multimodal Access project has been included in the following planning documents. Numerous public involvement and input meetings were conducted at various stages during the planning processes.

- Vision 2025 for Sustainability
- Waterway Village District Master Plan and Form Based Code
- Gulf Shores Long Range Transportation Plan
- City of Gulf Shores Zoning Ordinance
- City of Gulf Shores Bicycle and Pedestrian Plan
- Jack Edwards Airport FAA Airport Layout Plan
- Environmental Impact Statement for the Foley Land Cut Portion of the Gulf Intracoastal Waterway (2009)

#### ***iv. Sustainability***

**Improve energy efficiency; reduce dependence on oil; reduce greenhouse gas emissions**

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<sup>9</sup> US Department of Transportation – Federal Highway Administration. 2009 National Household Travel Study. <http://nhts.ornl.gov/introduction.shtml>

- Project will provide modal connectivity and alternative modes of transportation which will improve transportation efficiency and reduce congestion therefor improving energy efficiency and reducing dependence on oil and greenhouse gas emissions.
- Estimated savings of over 4,773 gallons of fuel/year. Refer to Attachment 2 – Benefits-Cost Analysis for detailed calculations.
- Eliminates over 46 metric tons of air pollution annually. Refer to Attachment 2 – Benefits-Cost Analysis for detailed calculations.
- Biking and walking are the only two truly green forms of transportation, resulting in zero emissions and reduction of the number of automobiles on our roadways.

#### **Maintain, protect or enhance environment**

- The Gulf Shores Waterway Village Multimodal Access project will enhance the environment by providing alternative modes of transportation and shift people from vehicular modes of transportation to walking and biking. A primary goal of the Waterway Village Master Plan is to encourage people to walk and bike throughout the district and enjoy the natural resources and environment of this area.
- Green technologies and low impact design and construction principles will be included in the proposed improvements further maintaining and protecting the environment.
- The proposed infrastructure improvements are primarily within the existing roadway right-of-way and therefore have minimal impact on the environment.
- Alternative modes of transportation will improve transportation efficiency and reduce congestion therefor improving energy efficiency and reducing dependence on oil and reducing greenhouse gas emissions and protect the environment.

#### **v. Safety**

##### **Ability to reduce number, rate and consequences of crashes**

- FHWA crash-reduction factor statistics show that upgrading pedestrian facilities with improvements such as continental crosswalks, pedestrian signals, raised medians, refuge islands, etc., decreases pedestrian injuries by over 70% and fatalities by over 90%. Improved bicycle facilities such as bike lanes provide separated, safe bicycle accommodations while also raising awareness for drivers of bicyclist's right to the road, reducing crashes, injuries, and fatalities over 70%<sup>10</sup>.
- Improving transportation infrastructure to include bicycle and pedestrian facilities will reduce vehicle speeds and cause drivers to become more aware and attentive reducing the number and severity of vehicle-to-vehicle crashes<sup>11</sup>.

<sup>10</sup> <http://safety.fhwa.dot.gov/tools/crf/resources/briefs/pedissuebrief.cfm>

<sup>11</sup> <http://www.fhwa.dot.gov/publications/research/safety/10053/index.cfm>

- Projected safety benefits include reducing injury and property damage only crashes by 30 accidents annually and reducing fatal accidents by 1 accident annually. This results in over \$20,000,000 of annual safety related benefits.

## **B. Job Creation and Economic Stimulus**

The Gulf Shores Waterway Village Multimodal Access project includes \$15.24 million in infrastructure investment which is shown to not only generate significant construction-related jobs, but has an indirect and induced impact on job creation as the salaries and sales generated by the construction activity, in turn, generate additional purchases and jobs. Bicycle and pedestrian infrastructure projects create 46 percent more jobs per \$1 million spent than road construction projects that do not include bicycle and pedestrian components.<sup>12</sup> The following table provides direct and indirect, as well as short-term and long-term construction job projections.

<b>TABLE 2. GULF SHORES WATERWAY VILLAGE MULTIMODAL ACCESS PROJECT ESTIMATED CONSTRUCTION JOBS CREATED</b>	
<b>SHORT-TERM</b>	<b>AMOUNT</b>
Construction Jobs	198
Indirect Jobs	201
Induced Jobs	117

**Construction Costs** **\$15,240,000**

Projected construction job creation based upon 13 construction jobs/ \$1 million investment.

132,000 indirect jobs/\$10 billion investment

77,000 induced jobs/\$10 billion investment

Source: Cambridge Systematics, *Public Transportation and the Nation's Economy, 1999*

In addition to jobs created related to construction of the proposed infrastructure, thousands of jobs and millions of dollars in private investment will occur as a result of the transportation improvements. Once the Waterway Village Multimodal Access project is completed **over \$800,000,000 of private investment** and economic activities will occur within the Waterway Village District over the 20-year horizon. This economic activity will result in over **12,800 jobs**.

## **SELECTION CRITERIA | SECONDARY**

### **C. Innovation**

The Gulf Shores Waterway Village Multimodal Access project utilizes multiple innovative approaches to revitalize the project area and promote resilient economic growth along

<sup>12</sup> Sutton, Benjamin. *Bike and Pedestrian Infrastructure is Better for the Economy*. 27, June, 2011. <http://www.themagazine.com/TheMeasure/archives/2011/06/27/bike-and-pedestrian-infrastructure-is-better-for-the-economy>

the Alabama Gulf Coast. The Gulf Shores Waterway Village Multimodal Access project will:

- Provide and improve transportation options by modifying the existing roadway infrastructure to include facilities for bicyclist and pedestrians.
- Provide access to economic development areas of the region that currently lack adequate transportation infrastructure, preventing economic growth.
- Transportation improvements will revitalize and promote the Waterway Village District, providing a catalyst for resilient economic development within the “second coast” of Gulf Shores.
- The Complete Street approach will revitalize the Waterway Village District by improving safety and accessibility throughout the district and across the intracoastal canal thus encouraging reinvestment and redevelopment within the local community while promoting sustainable economic development and growth.
- Infrastructure reconstruction and improvements will extend the infrastructure lifespan and reduce annual maintenance costs.
- Innovative low impact green infrastructure construction methodologies will be implemented to further reduce environmental impacts.

#### **D. Partnerships**

The Gulf Shores Waterway Village Multimodal Access project has widespread support from Federal, State, and Local agencies and private organizations. Furthermore, this project is a true public private partnership that brings together private, city, state, and federal funds for transportation funding for economic development providing ladders of opportunity for jobs, connectivity, and revitalization for years to come. The Gulf Shores Waterway Village Multimodal Access project is proposed to be funded by \$4,343,000 in local City funds, \$1,652,000 in State Department of Transportation Funds, \$1,625,000 in local private partnership funds, and \$7,620,000 in Federal TIGER funds. The project is proposed to be funded through a 50%-50% local-federal funding split.

#### **E. Results of Benefits – Costs**

Overall, the project has an annual estimated year 1 benefit of \$21,962,028 as compared to the TIGER request of \$7,620,000. Over a 20-year time horizon, the total estimated benefit is over **\$1,057,325,503**, whereas the total costs are estimated at **\$15,240,000** million for a benefit-to-cost ratio of **69.38 to 1**.

Refer to Attachment 2 – Benefits-Cost Analysis for the detailed calculation of benefits and the demand/benefits methodology.

#### **Evaluation of Project Performance**

Infrastructure projects will be evaluated using before and after vehicular counts and bike/pedestrian user counts at key intersections. Counts will be conducted annually and reported to the National Bicycle and Pedestrian Documentation Project.

Education/encouragement programs will also be evaluated using the tools appropriate to each project.

Data collected will be used to compare existing and future mode share to determine if the project achieves its VMT reduction projections and thus achieves the associated benefits: air quality, health, mobility, recreation, congestion and user savings. The City of Gulf Shores will continue to monitor roadway congestion and vehicular crash incidents to determine if the project improves roadway efficiency and safety.

Economic growth and investment will be evaluated within the project area to track the annual economic investment and job creation within the study area. Tax revenues, building permits, property values, and private investment within the district will be evaluated to determine if economic improvement activities are meeting projected goals.

## V. Project Readiness

### A. Project Schedule

The Gulf Shores Waterway Village Multimodal Access project is ready to be constructed. The City of Gulf Shores, Alabama Department of Transportation, and Coastal Resort Properties, LP has allocated the proposed funding match and will begin design and construction of the project immediately upon receiving the TIGER Grant award. The schedule for improvements depends on the award of the grant and will be finalized upon receipt of the grant. The project will be ready for TIGER funding disbursements by May 31, 2017 and be completed by September, 2020. The following is the preliminary project schedule:

<b>Gulf Shores Waterway Village Multimodal Access Project Preliminary Schedule</b>			
<b>Item</b>	<b>Task</b>	<b>Start Date</b>	<b>Completion Date</b>
1	Award Design Contract – NTP		February, 2016
2	NEPA	February, 2016	September, 2016
3	Preliminary Engineering	February, 2016	September, 2016
4	Final Design, Phase 1	October, 2016	April, 2017
5	PS&E Approval, Phase 1		May, 2017
6	Advertise for Bid, Phase 1		June, 2017
7	Final Design, Phase 2	June, 2017	December, 2017
8	Award Construction Contract, Phase 1		July, 2017
9	Project Construction, Phase 1	August, 2017	June, 2018
10	PS&E Approval, Phase 2		January, 2018

11	Advertise for Bid, Phase 2		February, 2018
12	Final Design, Phase 3	February, 2018	August, 2018
13	Award Construction Contract, Phase 2		March, 2018
14	Project Construction, Phase 2	April, 2018	February, 2019
15	PS&E Approval, Phase 3		September, 2018
16	Advertise for Bid, Phase 3		October, 2018
17	Final Design, Phase 4	October, 2018	April, 2019
18	Award Construction Contract, Phase 3		November, 2018
19	Project Construction, Phase 3	December, 2018	October, 2019
20	PS&E Approval, Phase 4		May, 2019
21	Advertise for Bid, Phase 4		June, 2019
22	Award Construction Contract, Phase 4		July, 2019
23	Project Construction, Phase 4	August, 2019	June, 2020
24	Project Closeout	June, 2020	September, 2020

## **B. Environmental Approvals**

The project will qualify for a Categorical Exclusion (CE) as all construction activities will occur within existing rights-of-way and on previously disturbed soil. In addition, all Federal, State, and Local agencies will be coordinated with prior to the commencement of construction.

## **C. Legislative Approvals**

No further legislative approvals are needed for the project to move forward.

## **D. State and Local Planning**

The Waterway Village Multimodal Access project has been included in the following planning documents:

- Vision 2025 for Sustainability
- Waterway Village District Master Plan and Form Based Code
- Gulf Shores Long Range Transportation Plan
- City of Gulf Shores Zoning Ordinance
- City of Gulf Shores Bicycle and Pedestrian Plan
- Jack Edwards Airport FAA Airport Layout Plan
- Environmental Impact Statement for the Foley Land Cut Portion of the Gulf Intracoastal Waterway (2009)

## **E. Technical and Financial Feasibility**

Proposed transportation facilities follow nationally accepted design standards and will be simple design and construction projects following established Alabama Department of Transportation standards. The proposed project is mostly within existing rights-of-way and right-of-way that is being donated to the City by Coastal Resort Properties, LP, which is a partner in the Gulf Shores Waterway Village Multimodal Access project. This project will require minimal right-of-way acquisition. Right-of-way acquisition will be acquired expeditiously and will not delay the project schedule. Cost estimates have been prepared and matching funds are identified which ensures the financial feasibility of the project.

## **VI. Federal Wage Rate Requirement**

All laborers and mechanics employed by contractors and subcontractors on projects funded directly, in whole or in part, by TIGER grant funds through the federal government shall be paid wages at rates not less than those prevailing on projects of a character similar in the locality as determined by the Secretary of Labor in accordance with U.S. Code Subchapter IV, Chapter 31, Title 40. The signed certification of compliance can be found at [www.gulfshoresal.gov/TIGER2016](http://www.gulfshoresal.gov/TIGER2016)

## **VII. Confidential Business Information**

No information contained within this application is confidential.

